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# HOUSING ELEMENT

**RANDLEMAN, NC**







- ## HOUSING ELEMENT FOR THE CITY OF RANDLEMAN

Division of Community Assistance  
June, 1978





SUMMARY STATEMENT

OF

RANDLEMAN HOUSING ELEMENT

In accordance with #600.70 (a)(1) through (4), #600.70 (b)(3)(i) through (iii), and #600.67 (b) of the Federal Register, Vol. 40, No. 164 dated August 22, 1975, the following depicts the summary statement comments -

1. Take into account all available evidence of the assumptions and statistical bases upon which the projection of zoning, community facilities, and population growth is based: This housing element relies heavily upon a 1976 land use survey and 1970 Census figures. Utilizing township population projections in the city's recently completed land development plan, projections for the city to the year 2000 were made ensuring consistency between them and the regional growth figures used by the Piedmont Triad COG was maintained (pp. 1-18).
2. Provide for the elimination of the effects of discrimination in housing based on race, color, religion, sex, or national origin and provide safeguards for the future: Efforts to promote expanded housing opportunities for all have been made in the form of zoning amendments, hiring a code enforcement officer with broadened responsibilities, and the creation of neighborhood groups to work with city officials on a broad scope of problems. Enforcement of insulation standards in accordance with the North Carolina Building Codes began on January 1, 1978. (pp. 29-34, 42, 48).
3. Take into account the need to preserve existing housing and neighborhoods through such measures as housing preservation, rehabilitation, changes in tax policies and building codes,



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improvements in housing management and maintenance, and the provision for adequate municipal services. Many of the implementation proposals stress rehabilitation efforts, the creation and maintenance of neighborhood groups, changes in tax policies to encourage the upgrading of properties, and the need to link expanded housing opportunities with adequate community facilities (pp. 40-43).

4. Develop and carry out policies, procedures, and mechanisms necessary for coordinating local, areawide, and State housing policies with functional planning and capital investment strategies: Increased cooperative efforts, promoting Section 8 housing, between the City of Randleman and the City of Ashboro (which handles the Section 8 program for all of Randolph County) are stressed. Recently adopted subdivision regulations and a zoning ordinance were designed to be harmonious with those enforced by the county. Both of these will have a positive effect on new housing to be built. Expanded concepts are promoted linking the city with applicable Farmers Home Administration (FmHA) programs (pp. 40-43).
  - i. Identify the housing needs of the current and prospective population by appropriate geographic sectors and identifiable segments of the population and provide for the distribution of housing resources (including assisted housing) to meet the needs of all citizens, in order to provide a choice of housing types and location: Based on previously discussed population projections, housing needs of assisted and non-assisted households were determined. The number of needy households were further broken down into segments (Elderly, Family, Large Family) up to the year 2000. Where such housing would conceivably be built was linked with areas discussed in the land development plan. Substandard housing location (to be linked with







FmHA or Section 8 programs) were identified on a housing map (pp. 16-32)..

- ii. Develop public-private policies, strategies, and implementation activities necessary to accomplish housing goals and objectives, including the provision of essential public facilities and services: Specific steps designed to bring to fruition the quantifiable objectives over a three (3) year period are outlined. Along with these strategies, the general idea behind such a step is discussed (pp. 32-44).
- iii. Take into account the housing planning activities and plans undertaken pursuant to Titles I and II of the Housing and Community Development Act of 1974 in developing the housing element: The City of Randleman has been unable to obtain a Community Development Grant even though several efforts have been made. The Title II portion (dealing with Section 8 housing) is stressed heavily in the objectives portion (pp. 33-37)..
- b. The elements shall specify broad goals and annual objectives; programs designed to accomplish the objectives; and procedures including criteria set forth in advance, for evaluating programs and activities to determine whether the objectives are being met: Based on ideas suggested as reasonable at an announced meeting designed to gather together knowledgeable people, goals were agreed upon and quantifiable objectives put forth; necessary procedures designed to actualize the objectives were enumerated in a sequential order, by year. Criteria and questions to assess the degree of success were specifically enumerated. Programs emphasized cooperative efforts between the public and private sector were designed in addition to individual programs for each (pp. 32-44).







### Specific Housing Element Requirements:

- a. Data analysis and projected needs by geographic sectors - (pp. 1-9).
- b. Broad goals and measurable annual objectives - (pp. 32-39).
- c. Policies to eliminate discrimination (pp. 12,24-25, 34-37, 48).
- d. Policies to preserve existing housing stock and neighborhoods - (pp. 34-39).
- e. Indication of coordination mechanisms - (pp. 22-24, 32-39).
- f. Means to accomplish goals and objectives - (pp. 40-43).
- g. Defined criteria for future evaluation of housing programs and activities - (p..39).
- h. Indication of distribution of housing resources by range of housing types - (pp. 22, 30).
- i. Environmental Assessment - (pp. 45-46).
- j. Historic Preservation Assessment - (None required - See Appendix III).

### Citation of Supporting Documents

Documents used in preparing this report are as follows:

- a. Randleman Land Use Analysis and Land Development Plan.
- b. 1970 Census of Housing.
- c. 201 Facilities Plan for Greater Asheboro.
- d. Regional Population and Economy Study (Region G).
- e. 1970 Census of Population.
- f. Population and Economy for Randleman.
- g. Winston-Salem Sentinel.
- h. North Carolina, Today and Tomorrow, Vol. 2.







Status of Implementation Action. The City of Randleman has recently adopted a zoning ordinance and subdivision regulations. An annexation and downtown improvement study are presently underway in efforts to exert more control over future growth.

Strenuous efforts have been made to ensure consistency between the Randleman Land Development and the Housing Element.

The Randleman Housing Element is consistent with the 208 program, the State Implementation Plan of Clean Air Act of 1967, as amended, and the State Comprehensive Outdoor Recreation Plan of Land and Water Conservation Fund Act of 1965, as amended.

It is not the intent of this level of government to conduct a cultural resources survey prior to implementation of land-disturbing activities.







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## I. INTRODUCTION

### A. Purpose, Scope, Use and Methodology

As a part of an ongoing comprehensive planning process, the City of Randleman is desirous of using the ensuing housing element as a part of its overall strategy to plan systematically for the future. Relying upon a windshield survey conducted by the Division of Community Assistance in the fall of 1976, the then identified housing conditions will be displayed in a Housing Assistance Plan (HAP) format for easy interpretation and possible subsequent use should the City of Randleman seek Community Development Funds.

The actual condition of housing will be augmented by a discussion of housing conditions using the 1970 Census of Housing. The findings from the survey and census presentation will be linked with community facilities where applicable. Suggested programs designed to impact upon inadequate housing conditions will be put forth. The origin of these suggestions will be a combination of strategies used in other communities, personal experiences, and concepts discussed with local community leaders and public input obtained from an "open house" at the town hall to discuss housing problems.

Many of the objectives mentioned in the report will be very specific so the town can easily assess the impact of the proposed projects. In this manner, the housing plan will be the foundation upon which a strategy to improve housing conditions will be based. Used in this manner, the housing element will be continually updated to reflect the changes made.







## B. Analysis of Existing Housing Studies and Activities

### Housing Survey

One source document which addresses itself quite well to housing conditions within the Randleman Planning Area (defined as the City of Randleman and the land within its extraterritorial boundary) is the recently completed Land Development Plan prepared by the Division of Community Assistance. While, in several instances, the actual number of housing units or structures herein presented do differ from the specific figures given the source document (as a result of another count from the map), the differences are of small magnitude.







TABLE I (of HAP)  
Survey Housing Conditions Within  
the City of Randleman

	<u>All Units</u>	<u>Owners</u>	<u>Renters</u>
Occupied Units - Total	770	515 <sup>1</sup>	255
Substandard <sup>3</sup>	282	141 <sup>2</sup>	141
Standard and all others	488 (20 M.H.)	374	114
Vacant Units - Total	30	10	20 <sup>4</sup>
Substandard <sup>3</sup>	30	10	20
Standard and all others	--	--	--
Housing Stock Available	800	525	275
Vacancy Rate	3.8%	1.9%	7.3%

<sup>1</sup>From Table 27 of the 1970 Census of Housing, the incidence of homeownership among occupied units was 66.9%;  $770 \times 66.9\% = 515$ , etc.

<sup>2</sup>From Table 27 of the 1970 Census of Housing, the percentage of owner and renter occupied units lacking some or all plumbing was approximately 10%; therefore, it was assumed to be 50% for each category.

<sup>3</sup>Defined as deteriorated\* and dilapidated\*\* housing.

<sup>4</sup>It was assumed the availability of rental units was twice as prevalent as owner units.

\*Deteriorated housing is defined as requiring only minor repairs for rehabilitation.

\*\*Dilapidated housing is defined as deterioration beyond the point of economically feasible rehabilitation.

Within the substandard category, 225 units (or 79.8%) are deteriorated and could be brought up to standard conditions. When the city is divided into four different areas, the accompanying map and the following table more aptly depict the statistical data.







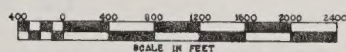


**EXISTING HOUSING CONDITIONS  
1976**

- ☐ STANDARD
- ☒ DETERIORATING
- ☒ DILAPIDATED
- ☒ MOBILE HOMES

# Randleman

## NORTH CAROLINA



MAP 1

JULY 1976









TABLE II

Area Housing Conditions Within Randleman

	<u>Area</u>			
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>
Std.	95 (76.6%)	83 (47.4%)	112 (57.1%)	150 (54.5%)
Det.	21 (16.9%)	75 (42.8%)	57 (29.1%)	72 (26.2%)
Dil.	8 (6.5%)	12 (6.8%)	14 (7.1%)	23 (8.4%)
Vac.	6	11	--	13
M.H.	--	5 (3.0%)	3 (1.6%)	12 (4.4%)
Apts.	--	--	10 (5.2%)	18 (6.5%)

In an area comparison, Area 2 has almost one out of every two occupied housing units classified as substandard; Area 1 has the smallest percentage of substandard housing. Of the 225 deteriorating units within the city, Area 2 has the largest percentage -- 33.3, followed closely by Area 4 with 32.0 percent. Of the 57 dilapidated units, Area 4 has 42.6 percent of them and Area 1 has only 14.0 percent. It seems clearly evident from the above Table that the poorest housing exists in Area 2 with Areas 3 and 4 running a close second and third, respectively.

Housing conditions within the extraterritorial boundary were also examined and are depicted in the following table:

TABLE III

Survey of Housing Conditions Within  
the Extraterritorial Boundary

	<u>All Units</u>	<u>Owners</u>	<u>Renters</u>
Occupied Units - Total	568	380 <sup>1</sup>	188
Substandard	183	91 <sup>2</sup>	92
Standard and all others	385 (74 M.H.)	289	96
Vacant Units - Total	0	0	0

<sup>1</sup> 568 x 66.9% = 380 (same as in Table I)

<sup>2</sup> 183 x 50% = 91 (same as in Table I)







Within the substandard category, 156 out of 183 units (or 85.2%) are deteriorated and have the potential of being brought up to standard conditions; within the city, the comparable figure was 79.8%. Thus, in general terms, deteriorated housing is only slightly more evident outside of the city.

There were no observed vacant units in the extraterritorial area--in contrast, there were thirty within the city, but all were considered of a deteriorating nature. Mobile homes were more than three and a half times as prevalent outside of the city as within--as a matter of fact, mobile homes amounted to 19.2 percent of all standard units within the extraterritorial boundary and only 4.1 percent within the city.

Combining the housing statistics for units within the city and the extraterritorial boundary produces the following:

TABLE IV

Housing Conditions Within the Randleman Planning Area

	<u>All Units</u>	<u>Owners</u>	<u>Renters</u>
Occupied Units - Total	1,338	895	443
Substandard	465	232	233
Standard and all others	873	663	210
Vacant Units - Total	30	10	20
Substandard	30	10	20
Standard and all others	--	--	--
Housing Stock Available	1,368	905	463
Vacancy Rate	2.2%	1.1%	4.3%

In general terms, a vacancy rate of under 5 percent is indicative of an excess of demand over supply. In this respect, a potential renter is much more likely to find a unit than a potential buyer but that unit will, in all probability, be substandard.







## II. HOUSING SUPPLY

### A. Current Status of Housing Stock

#### Rent and Value

Extracting data from the 1970 Census of Housing, the median value of owner occupied housing within the State is \$12,800; inside SMSA's, it is \$15,900; inside Randolph County it is \$11,600; for the City of Randleman, it is \$8,200. This \$8,200 figure amounts to 29.3 percent less than that of the county, 48.4 percent less than that of the State.

The incidence of rentalship among occupied units within Randolph County is 23.2 percent; for the City of Randleman it is 33.1 percent. The median contract rent for the county units amounts to \$55.00 per month; for the city, \$46.00.

#### Interior Conditions

Another aspect of housing conditions relates to the lack of plumbing facilities within the housing units. The 1970 Census of Housing gives the following data:

TABLE V

#### Plumbing Comparisons (%)

	<u>Renters</u>	<u>Owners</u>
North Carolina		15.6 <sup>1</sup>
Randolph County	23.6	12.6*
Randleman	10.2	10.3

\* Best estimate based on data presented in Table 29 of 1970 Census of Housing.

<sup>1</sup> Specific breakdown within the State not available; the figure represents the percentage of year round housing units.

The above figures indicate housing units within the city are more likely to have full plumbing services--partially among the renters--than those within the county as a whole. Also of particular note is







the fact that roughly the same percentage of owners and renters lack some or all plumbing facilities. In general, one would expect more rental property to be deficient in this category.

Another indicator of inadequacy is overcrowding--defined as having more than one person per room. The 1970 Census of Housing reveals the following:

TABLE VI

Overcrowded Conditions

(1.01 or More Persons Per Room)

	<u>Total</u>	<u>With All Plumbing</u>	<u>Occupied Housing Units</u>
Randolph County	1976 (8.2%)	1365 (69.1%)	24,108
Randleman	52 (6.5%)	49 (94.2%)	798
North Carolina	(10.2%)	(63.7%)	1,509,564

Of noteworthy comment is the fact that Randleman's overcrowding is less than that of the county and State as a whole. This low figure is further complemented by the fact that 94.2 percent of those overcrowded units have all plumbing facilities--a figure considerably higher than that of the county or State.

Structural Age

Another item of particular concern is the age of the structures. In logical terms, older houses are more likely to have inadequacies and/or be candidates for razing. While no precise figures for the City of Randleman are available, 1970 Census of Housing figures for the county--which will be taken to reflect the same age pattern within the city limits--reveal the following:

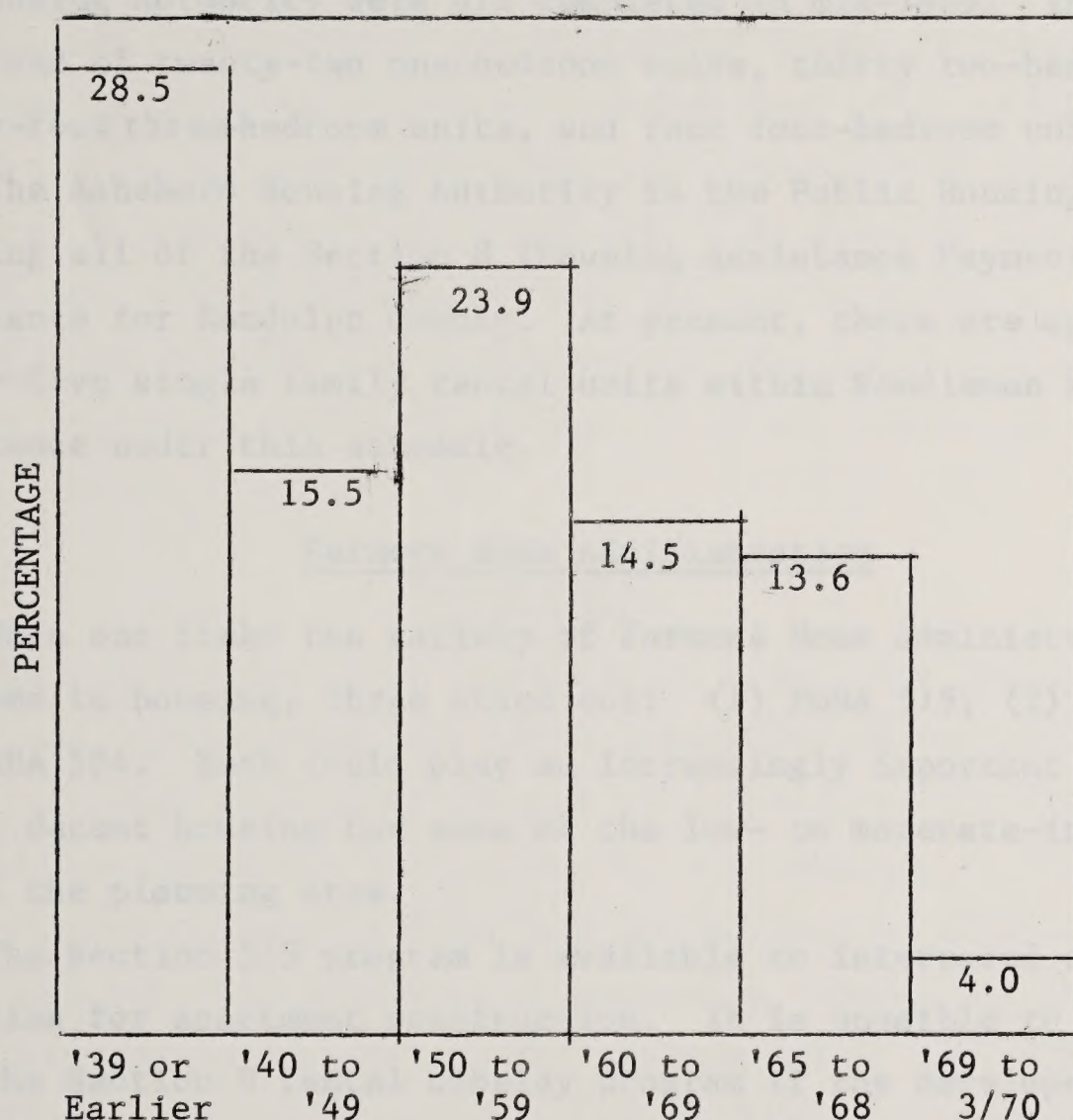






GRAPH I

Age of Housing Within Randolph County



As a general guideline in projecting residential land needs, the Piedmont Triad Council of Governments developed a manual to assist local governments in this undertaking. One of the given assumptions was that 25 percent of the pre-1950 units would need to be replaced by 2000. The percentage of units in this category within the county (assumed also for the planning area) was 44.0.

Multiplying 44 percent times the number of units within the city--800 gives 352. Twenty-five percent of 352 gives 88 units that are conceivable candidates for elimination (either through abandonment and/or razing). Since this is such a sizeable segment of the city's housing stock, suitable attention needs to be given to the future implications of this eventuality.







B. Status of Assisted Housing.

Randleman Housing Authority

The present eighty units of public housing operated by the Randleman Housing Authority were all completed in mid-1969. The complex is comprised of twenty-two one-bedroom units, thirty two-bedroom units, twenty-four three-bedroom units, and four four-bedroom units.

The Asheboro Housing Authority is the Public Housing Authority handling all of the Section 8 (Housing Assistance Payment Program) applicants for Randolph County. At present, there are approximately twenty-five single family rental units within Randleman receiving assistance under this schedule.

Farmers Home Administration

When one links the variety of Farmers Home Administration (FmHA) programs to housing, three stand out: (1) FmHA 515; (2) FmHA 502; and (3) FmHA 504. Each could play an increasingly important role in providing decent housing for some of the low- to moderate-income families within the planning area.

The Section 515 program is available to interested construction companies for apartment construction. It is possible to combine this with the Section 8 rental subsidy program if the developer would be agreeable to signing an Annual Contribution Contract (ACC) with the Asheboro Housing Authority -- which handles all Section 8 payments. There are presently no FmHA 515 projects proposed for the Randleman planning area.

With the FmHA 502 program, a borrower can choose to have a house constructed according to FmHA standards, borrow 90 percent of the appraised value of the house if built under FmHA inspection, or borrow 100 percent to rehabilitate a substandard house to standard conditions. Any family with an income ranging from \$15,600 down to \$7,000 could be considered eligible. Through interest credits, the interest rate paid by







each family varies to a low of one percent depending upon family income and size. Records at the Farmers Home Administration office in Pittsboro reveal a total of thirteen such loans in the Randleman vicinity.

While there are presently no FmHA 504 loans within Randolph County, the positive aspects of the program warrant some discussion. Families are eligible if the annual adjusted gross income is less than \$5,000; the money is borrowed to upgrade a house that would still be considered after renovation. The upper limit has recently been increased from \$3,500 to \$5,000 and if the applicant is 62 years of age or over, a maximum grant of \$5,000 can be made (if unable to assume a repayment schedule) and repairs are necessary for health and safety reasons. The maximum repayment period for a loan is twenty years; the interest rate is one percent.

#### Federal Bank

While not a source of low-interest money, the Federal Land Bank's rural home loan program does offer possibilities for potential purchases of homes in a rural setting (i.e., extraterritorially). Under this program, a person can procure up to a maximum of 85 percent of the appraised value of a house and lot so long as that value does not exceed \$60,000 (the privilege of borrowing, though, is available only to members and anyone desirous of joining may do so). The unsubsidized loan, tied into a variable rate mortgage (fluctuates as the money market does), can be financed over a forty year period, if necessary.







### III. ENVIRONMENTAL/NEIGHBORHOOD QUALITY

#### Streets

The latest figures available from the North Carolina Department of Transportation reveal that there are 7.94 miles of State maintained roads within the city limits; there are 15.54 miles of locally maintained streets. With reference to the latter, 2.33 miles (or 15.0 percent) are unsurfaced. Most of this mileage is along portions of Forest Avenue, East River Drive, Fox Drive, Magnolia Drive, Azalea Drive, and all of Sharon Lane, Morgan Street, and Moore Avenue. These unpaved streets appear in areas where few residences are located and/or are related to recent residential development. As growth along these streets occurs, it seems reasonable to expect most would be surfaced.

#### Water and Sewer

While there are several streets in Randleman that are served by water lines of two inches or less in diameter (six inch lines are considered essential to ensure adequate water pressure at fire hydrants), most of these streets are serviced off amply pressured hydrants. The exceptions to this are Penney Street, the extremities of Carlisle Avenue, Reynolds Street, and River Avenue, the area around Brookshire Road and Stout Street, Oak Lane immediately off Shaw Street, and all of Sunrise Circle. Excluded is the area around the intersection of Brookshire Road and Stout Street -- which is served by a fire hydrant fed off of a two inch line. The other areas are located more than 500 feet from the nearest adequately pressured hydrant. Subsequently, houses located along such streets would receive less than the optimum fire fighting protection should a fire occur.

An examination of the wastewater collection system map contained within the 201 Facilities Plan for Greater Asheboro shows almost the entire city to be provided with sewer services. Perhaps the most







notable exception occurs on Forest Avenue and Reynolds Avenue. Due to the topography of the land, the few houses that are on the downward slope toward Deep River need a lift station to connect them to the six inch line running along High Point Road. This was a recognized financial constraint when the units were first built, and they were provided with septic tanks. More intensive development in this area would necessitate either a lift station or a separate outfall line sloping toward the river.

In the previously mentioned Land Development Plan for the City of Randleman, prepared by the Division of Community Assistance, a preponderance of deteriorating and dilapidated housing was said to be concentrated in four areas:

- a. Along Stout Street, especially as it leaves the city;
- b. The Worthville community;
- c. The area east of Freeman Street bounded by East Academy East Naomi Streets and adjacent to J. P. Stevens Mill; and
- d. The area bounded by High Point and West Academy Streets eastward to Main Street.

While one might initially expect to find inadequate or non-existent water and sewer services to such areas, this is not the case in the City of Randleman.

#### Recreation

Approximately two and a half to three years ago, the City of Randleman hired a full time recreational director. Prior to that time, there was no recreational program except for little league baseball.

There is now a full range of programs for all age groups year round. Discussions with school officials have resulted in school facilities being made available to the public during specific times. In addition, one ballfield is being leased from United Brass Works. And while the city has no public swimming pool, leasing arrangements







have been made with three private clubs so that swimming lessons may be taught. A particularly commendable aspect of the program has been the participation in special programs by the elderly.

While much has happened within this time frame - particularly the recent purchase and phasing of development of an eighteen-acre recreational site in the vicinity of Bowman Avenue and Stout Street - one item of particular concern is the relative lack of adequate recreational facilities in the immediate vicinity of the Randleman Housing Authority properties. It is estimated by the RHA Director that approximately 140 children ranging in age from infancy to sixteen, live within the project.

#### IV. DEMAND FOR HOUSING

##### A. Population and Household Characteristics

##### Age:

Extracting data from an age group distribution table for Randolph County from a Piedmont Triad Council of Governments report entitled Regional Population and Economy Study (September, 1973), the following age pattern is revealed:

TABLE VII

##### Randolph County Age Spectrum

	<u>1960</u>	<u>1970</u>	<u>Difference</u>	
			<u>Numeric</u>	<u>Percentage</u>
Total Population	61,497	76,358	(+) 14,861	(+) 24.2
Ages				
5-19	17,968	21,484	(+) 3,516	(+) 19.6
20-64	39,304	48,854	(+) 9,550	(+) 24.3
65 and over	4,225	6,020	(+) 1,795	(+) 42.5







If one assumes the same general age spread has occurred in the City of Randleman, it is quite apparent that the most rapidly growing segment is among those 65 and over - up 42.5 percent, an increase almost twice as great as for the county as a whole. An abundance of recent books and articles attests to the growth of senior citizens; Randleman seems no exception.

The fact that this is the one segment that is growing has been well recognized by the Randleman Housing Authority in that virtually all the units off Swaim Street and Smith Avenue are occupied by the elderly. In a recent telephone conversation this writer had with the director of the housing authority, the need for additional elderly housing and/or assistance was stressed. Meeting the housing needs of senior citizens will demand increasing efforts as time progresses.

#### Race:

From the 1970 Census, it was noted that there was only one Black and five minorities listed among Randleman's population. In the opinion of the city manager, the racial composition within the Randleman planning area is 98 percent white. Subsequently, no discussions or tables make mention of this issue.

#### Household Size:

The 1970 Census (General Population Characteristics of North Carolina) lists 3.05 persons per household for Randleman Township and 2.90 for the City of Randleman. A 1966 report entitled Population and Economy for Randleman, North Carolina (prepared by the Division of Community Planning) lists 1960 comparable figures of 3.39 and 3.30 respectively. It seems reasonable to estimate the present (1977) ratio is somewhere near 2.90 - the result of dividing 800 units by the 1976 population estimate of 2,750 persons. Assuming the birth rate does not take a substantial upturn, one would expect somewhat smaller units in the future and an increase in mobile homes.







Smaller families and a larger percentage of senior citizens in and of themselves would tend to create a demand for smaller units. But this trend is being reinforced by the constantly increasing cost of acquiring and maintaining "The American Dream" - a single family detached dwelling. One would, therefore, expect over a period of time that homeownership will become more and more associated with high incomes. Those less well off will live in rental units or rehabilitated units.

#### Income:

According to the 1970 Census of Population, the median family income for North Carolina residents was \$7,774.00 annually; for Randolph County, \$8,894.00; and for Winston-Salem, Greensboro, High Point SMSA (of which Randolph County is a part), \$9,291.00. Assuming the same general pattern is prevalent in 1977 as in 1970, county families have an income of approximately \$1,100 to \$1,500 greater than that of the State as a whole.

A recent article which appeared in the Winston-Salem (N.C.) Sentinel stated that a person earning \$1,000 per month in 1970 would need to earn about \$1,600 in 1977 just to have the same purchasing power. Applying this generalization to the median SMSA figure of \$9,291 gives an annual figure of \$14,866 in 1977 dollars.

Through a telephone discussion with a reputable real estate firm in Randleman, questions asked about the estimated median value of new and previously owned houses in Randleman in 1970 and 1977 revealed that they have risen approximately 52.4 percent (from \$21,000 to \$32,000) and 60 percent (from \$12,500 to \$20,000) respectively. Unless the median family income has also risen approximately 60 percent in the same interval, there are fewer families financially able to purchase a house than there were in 1970. As a matter of fact, an article that appeared in the September 12 issue of Newsweek reiterates that point; where one American family in two could afford a median priced house in 1970 (a new one then cost \$26,000), today only one in four can (one now costs \$52,300). The implications for potential new owners are profound.







B. Population Projection

Drawing upon figures in the recently completed Randleman Land Use Survey and Land Development Plan, the following table depicts the projected population for the City of Randleman. It should be noted that the resultant city figures were the ones finally agreed upon by the Randleman Planning Board.

TABLE VIII

Randleman Population Projections

1980-2000

<u>Gov't Unit</u>	<u>1975(est)</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Randleman Twp.	5410	5896	6430	6954	7352 <sup>1</sup>	7750
Randleman City	2750	2995	3266	3533	3735	3937
City/Twp. Ratio	.508	.508	.508	.508	.508	.508

<sup>1</sup>Interpolation of data between 1990 and 2000

Using the previously estimated population per household ratio of 2.90 and assuming its continuation to the year 2000, the following Table depicts the number of new households that will be formed within the city.

TABLE IX

New Households within Randleman

	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Projected Households <sup>1</sup>	1033	1126	1218	1288	1358
1976 Households <sup>2</sup>	<u>800</u>	<u>800</u>	<u>800</u>	<u>800</u>	<u>800</u>
New Households	233	326	418	488	558

<sup>1</sup>Obtained by dividing the projected population by 2.9

<sup>2</sup>Randleman Land Use Plan and Land Development Plan, 1977







The number of new households that conceivably will be formed between now and the year 2000 presents a real dilemma. Official figures from the building inspector of new construction and additions reveal that twenty-three new residential units have been built and forty-three additions to existing structures have been made between 1975 and the fall of 1977.

When one adds together the number of new dwellings that must be put in place just to accommodate the increased population and the eighty-eight pre-1950 units that will eventually need replacing, a total of 646 new structures between now and 2000 results. This represents an increase of 80.0 percent over that presently existing.

#### Some County Attitudes on County Services

As mentioned above, there is a problem assuring an adequate supply of standard housing. But all these impediments to adequate housing have been from the supply side. What of the demand? What do the people of Randolph County see as housing related problems? The following table reveals an interesting insight.

#### Recreation

Avail. of public parks & playgrounds

Quality of public parks & playgrounds

North Carolina, Today and Tomorrow, Vol. 2, by James A. Clifton, Raleigh, N.C., Nov. 1973.

Notice that in the housing category, 70 percent of the county residents feel that the availability of low-income housing is fair or better while for the State as a whole the figure is 67 percent. This high figure is undoubtedly indicative of the role being played by the Federal and State Housing Authorities. But as to the availability of middle income housing and rental apartments, the spread between county and State respondents who feel that it is fair or above is less pronounced.







TABLE X

## Citizen Attitudes on some Randolph County Services

	State N = 3054			Randolph County N = 96		
	Poor (%)	Fair (%)	Good <sup>*</sup> (%)	Poor (%)	Fair (%)	Good <sup>*</sup> (%)
<u>Housing</u>						
Avail. of low income housing	33	38	29	24	44	32
Avail. of middle income housing	19	44	37	14	52	34
Avail. of rental apartments	26	32	42	23	38	39
<u>Social Services</u>						
Quality of child care services	13	49	38	4	63	33
Avail. of assistance for aged and disabled	26	48	26	31	53	16
Avail. of food stamp prog.	11	36	53	20	45	35
Avail. of child care centers	23	41	36	27	50	23
<u>Recreation</u>						
Avail. of public parks & playgrounds	33	33	34	33	45	20
Quality of public parks & playgrounds	29	36	35	23	51	26

\* North Carolina, Today and Tomorrow, Vol. 2, by James A. Christenson, NCSU, Nov. 1975.

Notice that in the Housing category, 76 percent of the county residents feel that the availability of low-income housing is fair or better while for the State as a whole the figure is 67 percent--this high figure is undoubtedly indicative of the role being played by the Asheboro and Randleman Housing Authorities. But as to the availability of middle income housing and rental apartments, the spread between county and State respondents who feel that it is fair or above is less pronounced--







5 percentage points and 3 percentage points, respectively. In all respects, county residents were more pleased with the availability of housing units than were State residents.

In the category of Social Services, though, only in the Quality of Child Care Services were county residents more pleased than State respondents. A larger percentage of county respondents felt that the availability of assistance for the aged, food stamp programs, and child care centers within the county was deficient, was poor when compared to overall State responses.

Thus while county respondents appear more satisfied with the availability of housing, they are more unhappy with the availability of social services. And from an overall quality of life aspect, these are notable deficiencies and renewed efforts to upgrade these delivery mechanisms should be made.







C. Assisted Housing Needs of Current and Prospective Population

The following table depicts the housing assistance needs of the current population-based on figures supplied by EMAD of HUD in Greensboro:

TABLE XI

Housing Assistance Needs of Lower Income Households  
in Randolph County and Randleman City

All Households				
	Total (b-1)	Elderly (b-2)	Family (b-3)	Large Family (b-4)
A. Owner households	1906	1148	474	284
w/i city	73 <sup>1</sup>	44 <sup>2</sup>	18 <sup>3</sup>	11
B. Renter households	1347	536	520	291
w/i city	36 <sup>4</sup>	14 <sup>5</sup>	14 <sup>6</sup>	8
TOTAL	3253	1684	936	633
w/i city	109	58	30	21
Percentage	--	53.2	27.5	19.3

Note: The reader is cautioned to remember that the city figures are based on reasonable assumptions about the relationship between the city and the county's population.

<sup>1</sup>(1906 owner households plus 1347 renter households) times the percentage of people in the county who live within Randleman (based on 1975 estimates) times 66.97% from Table I equals (3253 x .0334)(.669) or 73.

<sup>2</sup>1148/1906 = 60.2%; 60.2% x 73 = 44

<sup>3</sup>474/1906 = 24.9%; 24.9% x 73 = 18

<sup>4</sup>(3253 x .0334)x(.331)

<sup>5</sup>536/1347 x 36

<sup>6</sup>520/1347 x 36







TABLE XI (continued)

## Female Headed Households

	Total (c-1)	Elderly (c-2)	Family (c-3)	Large Family (c-4)
A. Owner households	311	150	151	10
w/i city	12 <sup>a</sup>	6 <sup>b</sup>	6 <sup>c</sup>	0
B. Renter households	1025	260	619 <sup>f</sup>	146
w/i city	27 <sup>d</sup>	7 <sup>e</sup>	16	4

<sup>a</sup>311/1906 x 73<sup>d</sup>1025/1347 x 36<sup>b</sup>150/311 x 12<sup>e</sup>260/1025 x 27<sup>c</sup>151/311 x 12<sup>f</sup>619/1025 x 27

Notice that of the 109 households within the City of Randleman that conceivably need some form of housing assistance, 73 (or 70 percent) are owners and 36 (or 30 percent) are renters. This rather substantial differential presents somewhat of a problem because most housing assistance programs are directed toward renters. Of the 73 owner households, 60.3 percent are headed by the elderly.

Of the thirty six rental households that need assistance, 38.9 percent are headed by the elderly; families of four and fewer members also comprise the same percentage. Large families (5 or more members) among renters are slightly more likely to need assistance than large owner families--22.2 percent and 15.1 percent, respectively.

With reference to the female headed households, the 39 needy ones listed comprise 35.8 percent of the 109 total; of the 39, 69.2 percent are renters and 30.8 percent are owners. Among owner households, the elderly and conventionally sized families each comprise 50 percent; among renters, the comparable figures are 25.9 and 59.2 percent, respectively. All the female headed large families are renters.

As the reader may recall--under the section of Population Projections--it was deduced that 558 new structures should be built between







the present and 2000 to house an expanding population and eighty-eight to replace aged houses. Referring to Table XI and assuming that the 109 needy households out of a total of 800 presently in place will carry forward on a percentage basis to 2000, the figure of  $109/800 \times 558$  or 76 new needy households ensues (based solely on increased population).

Thus the following table:

TABLE XII

Present & Future Housing Needs of Low-Income Families within Randleman

	<u>1977</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Present Need	109	-	-	-	-
Future (low-income)	-	26	17	17	16
Replacements	<u>-</u>	<u>59</u>	<u>10</u>	<u>10</u>	<u>9</u>
Total	109	85	27	27	25

If one furthermore assumes the percentages established in Table XI will remain the same through the year 2000, the following results:

TABLE XIII

Low-Income Housing Needs of Identifiable Segments

	<u>Total</u>	<u>Elderly</u>	<u>Family</u>	<u>Large Family</u>
1977	109	58	30	21
1985	26	14	7	5
1990	17	9	5	3
1995	17	9	5	3
2000	<u>16</u>	<u>9</u>	<u>4</u>	<u>3</u>
TOTAL	185	99	51	35
%	-	53.2	27.5	19.3







The reader will notice that the "Replacements" of the preceding table were not counted as they represented new structures and not needy households. That portion of these structures occupied by the needy has already been acknowledged by the percentage figure of 109/800.

The above table shows that by 1985, for instance, the 109 units presently needed plus twenty-six more should have been built to handle Randleman's needy households. One will also notice that 58.9 percent (109/185) of the housing units needed are needed now; if they could be supplied, plans for the future would be, relatively speaking, greatly simplified.

The next factor considered would be where such assisted housing would be located. Since it is impossible to state now precisely where such housing would be in the future, the areas mentioned are in general terms only and conform to the recently completed land development plan for the city. The portion pertinent to such development is reproduced in its entirety below.

#### RESIDENTIAL LAND USE

Randleman is fortunate to contain such a large quantity of undeveloped within its city limits. Obviously, not only does the forest and meadow land enhance Randleman's visual image, but it also holds the promise of future development and growth. With so much undeveloped land available, it is a difficult task to foresee where any major developments might occur. However, considering the surrounding terrain and the availability of utilities, an estimate can be made of the most probable developable areas. Development should continue in the following areas:

- the southeast portion of town in the general vicinity of Worthville St.;
- the western section of town bounded by High Point and West Academy Streets and just north of High Point St.;

Significant new growth could occur in these areas:

- the northeastern corner of town, north of River Drive to the city limits including Shaw St. and State Road 2117;







- the general area south of town in the fringe area, including State Roads 2124, 2242, 2122, and 2125.

The above areas are all of a medium density nature.

Two high density areas have been added:

- the section around Honeycutt and Sibbitt Streets and Bell Avenue, including that part of the low cost housing project.
- The eastern end of East Brown Street.

The sector on East Brown Street contains the only apartment development in Randleman.

New subdivisions should be planned with residences fronting along new streets rather than along existing highways. To the maximum extent possible, these subdivisions should be planned and coordinated with city utility plans so they may receive city services and thereby be added to the corporate area. Medium density residences such as garden apartment and townhouses can be somewhat less expensive than single family dwellings and can provide a more readily available source of housing for persons not wishing to buy a detached home. Thus, such housing is one means of satisfying the city's goals of increasing the variety of housing available to its citizens. Such housing would be permitted in the residential areas shown in the Plan if served by public utilities and if other locational criteria are met. Residential development occurring in other areas should be at very low density, one acre lot or larger. Homes are not allowed in areas where soils are totally unsuitable for residential development or in areas reserved for industrial and commercial use.

Most of the new construction to house the needy would be in those areas being promoted for high density development. But as this development occurs, efforts should be made to ensure that no one section of town becomes too heavily concentrated with assisted housing. While the ideal can seldom be reached, strategies to spread such housing around are encouraged.







And while not necessarily related to assisted housing, apartment construction on some of the vacant land in the designated residential areas would be much more easily "accepted" within the community if it occurred prior to the construction of a substantial number of single family dwellings. The theory here is that new residents are more tolerant of such land uses when they make their decision to build nearby than if an apartment complex goes up on a vacant piece of land after they have become well established.

TABLE 237

Owner and Renter Home-Ownership Households

<u>Total Households</u>	<u>Non-Eligible Owners</u>	<u>Non-Eligible Renters</u>
Under \$1,000	345	41
\$1,000 - 4,000	171	47
\$4,000 - 8,000	781	285
\$8,000 - 12,000	1,944	225
\$12,000 - 16,000	2,801	817
\$16,000 - 24,000	584 <sup>a</sup>	81
Total	6,526 or 1.1107 = 7137	2,729 or 1.1107 = 2486

<sup>a</sup> Based on an upper income limit of \$17,075 ( $(\$8,000 \times 1.5) + \$125$ )







D. Non-assisted Housing Needs of Current and Prospective Population

Utilizing data supplied by EMAD of HUD in Greensboro, depicting owner occupied units with all plumbing, with 1.25 or less persons per room, and built after 1939 or valued at \$7,500 or more in the Winston-Salem, Greensboro, High Point SMSA and renter units with all plumbing and with 1.25 or fewer persons per room and paying 25 percent or less of their income for rent, the following table was produced. It has been assumed that all those families in these categories having as an upper limit a figure of 20 percent higher than the 1977 updated figure of \$14,230 would represent the non-assisted population.

TABLE XIV

Owner and Renter Non-Assisted Households

<u>Total Households</u>	<u>Non-Elderly Owner</u>	<u>Non-Elderly Renter</u>
Under \$3,200	345	42
\$3,200 - 4,800	171	47
\$4,800 - 8,000	781	285
\$8,000 - 12,000	1,944	886
\$12,000 - 16,000	2,801	872
\$16,000 - 24,000	<u>584*</u>	<u>88</u>
Total	6,626 x 1.1107 = 7359	2,220 x 1.1107 = 2466

\* Based on an upper income limit of \$17,076 (\$8,894 x 1.6 x 1.2)







TABLE XIV (continued)

Owner and Renter Non-Assisted Households

<u>Total Households</u>	<u>Elderly Owners</u>	<u>Elderly Renters</u>
Under \$2,960	744	75
\$2,960 - 4,440	316	40
\$4,440 - 7,400	528	38
\$7,400 - 11,100	558	88
\$11,100 - 14,800	403	54
\$14,800 - 22,200	<u>54*</u>	<u>7</u>
Total	2,603 x 1.3418 = 3493	302 x 1.3418 = 405

\*Based on an upper income limit of \$15,796 (\$8894 x 1.48 x 1.2)







TABLE XV

Housing Assistance Needs of Lower Income Non-Assisted  
Households in Randolph County and Randleman City

		All Households			
		<u>Total</u>	<u>Elderly</u>	<u>Family</u>	<u>Large Family</u>
A.	Owner Households w/i City	10,851 <sub>1</sub> 307	3493 <sub>2</sub> 99	4599 <sup>*</sup> <sub>3</sub> 130	2759 78
B.	Renter Households w/i City	2,871 <sub>4</sub> 152	405 <sub>5</sub> 21	1569 <sup>**</sup> <sub>6</sub> 83	897 48
Total		13,722	3898	6168	3656
w/i City		459	120	212	126
Percentages		--	26.1	46.4	27.5

\* Assuming the ratio of Family to Large Family is the same as in Table XI when it was 1.669 to 1.

\*\* Assuming the ratio of Family to Large Family is the same as in Table XI when it was 1.75 to 1.

<sup>1</sup>(10,851 owner households plus 2,871 renter households) times the percentage of people in the county who live in Randleman times 66.9% from Table I.

$$^2 3493/10,851 \times 307$$

$$^3 4599/10,851 \times 307$$

$$^4 (10,851 + 2,871)(.0334)(.331)$$

$$^5 405/2871 \times 152$$

$$^6 1569/2871 \times 152$$







TABLE XV (continued)

Female Headed Households

	<u>Total</u>	<u>Elderly</u>	<u>Family</u>	<u>Large Family</u>
A. Owner Households	1771 <sup>1</sup>	854 <sup>2</sup>	860 <sup>3</sup>	57
w/i City	50 <sup>a</sup>	24 <sup>b</sup>	24 <sup>c</sup>	2
B. Renter Households	2185 <sup>4</sup>	554 <sup>5</sup>	1320 <sup>6</sup>	311
w/i City	116 <sup>d</sup>	29 <sup>e</sup>	70 <sup>f</sup>	17

$$^1_{311/1906} = \frac{x}{10851}$$

$$^a_{1771/10851} \times 307$$

$$^2_{150/311} \times 1771$$

$$^b_{854/1771} \times 50$$

$$^3_{151/311} \times 1771$$

$$^c_{860/1771} \times 50$$

$$^4_{1025/1347} = \frac{x}{2871}$$

$$^d_{2185/2871} \times 152$$

$$^5_{260/1025} \times 2185$$

$$^e_{554/2185} \times 116$$

Note: The procedure followed are identical to those used to derive the figures for assisted households.

In the All Households table, notice that the Elderly comprise 26.1 percent of the non-assisted needy--among the assisted needy the figure was 53.2 percent. In the Family category, 46.4 percent of the 459 needy households are classified as such--among assisted households, the comparable figure was 27.5 percent. Large Families amounted to 27.5 percent of the needy compared to 19.3 percent of the assisted needy.

In the Female Headed Households category, the percentages are roughly similar since the assumption was made that the percentages used in computing the assisted housing needs--based on reliable data from HUD--would be identical for non-assisted needs.

In essence, the needy non-assisted households in the City of Randleman are more than four times as prevalent (459/109) as the needy assisted households; among the Elderly, the ratio is more than two to one (120/58). In







the Family category, the needy non-assisted households are 7.1 times as prevalent as the assisted households; among Large Families, the ratio is six to one. Households comprised of four or fewer members thus comprise the largest percentage of the need followed closely by an almost equal percentage of the need followed closely by an almost equal percentage of Elderly and Large Family households.

Referring to the previous table and assuming that the ratio of 459 non-assisted households out of a total of 800 presently in existence would continue to the year 2000, the figure of  $459/800 \times 558$  or 320 new needy non-assisted households ensues. Thus the following table:

TABLE XVI

Present and Future Non-Assisted Housing Needs of  
Low-Income Families within Randleman

	<u>1977</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Present Need	459	--	--	--	--
Future	<u>-</u>	<u>111</u>	<u>70</u>	<u>70</u>	<u>69</u>
Total (779)	459	111	70	70	69

If one furthermore assumes the percentages established in Table XI will remain the same through the year 2000, the following results:

TABLE XVII

Non-Assisted Housing Needs of Identifiable Segments

	<u>Total</u>	<u>Elderly</u>	<u>Family</u>	<u>Large Family</u>
1977	459	120	213	126
1985	111	29	52	30
1990	70	18	32	20
1995	70	18	32	20
2000	<u>69</u>	<u>18</u>	<u>32</u>	<u>19</u>
Total	779	203	361	215
%		26.1	46.4	27.6







The preceding Table emphasizes that 779 new structures will be needed between now and 2000 to meet the non-assisted housing needs of the future population. Of that amount, 459 or 58.9 percent of the total are needed to house today's needy. Every five years after, approximately seventy of the new structures that go up will be occupied by the non-assisted needy.

Due to the more financially independent nature and the liveability of many of the units, it is felt that most of the units that would be helped have not yet been precisely identified as to their location. The 1976 Land Use Survey Map could well prove beneficial in this respect. The financial limitations of these families would tend to limit their active participation for future housing to rehabilitation efforts.

Recalling previously that the estimated cost of a median priced new house in Randleman in 1977 was estimated to be \$32,000 and furthermore estimating that the median price of a mobile home in the Randleman area is \$10,000 to \$11,000--based on a discussion with an area mobile home dealer--the relationship to the estimated 1977 median family income of \$14,230 reveals an impending dilemma. As the reader will recall, from a previous section, from 1970 to 1977, the number of families that could afford a median priced new house slipped from one in two to one in four. Numerous articles in periodicals have attested to the fact that the price of housing is rising faster than the median family income.

Drawing upon a lending institution's lending practices of encouraging a family not to have a mortgage greater than 2-1/2 times the annual income, the \$14,230 would enable a family to carry a \$35,575 mortgage. But for those who can't afford a mortgage of that size, a mobile home may be the most logical option.

A telephone discussion with a local mobile home dealer disclosed that on the average, the cost per square foot of a mobile home amounts to \$14.55. On this basis, their smallest model (696 square feet) with furnishings would run about \$130/month. When one adds \$34/month for fuel, water, and electricity, the total monthly outlay would amount to \$164. If one spent







no more than 25 percent of one's income for housing, then the new owner should be making \$7,872 per year to afford this type of structure. Purchasing the largest home (1100 square feet) would result in payments of approximately \$185 plus \$45 or \$230/month-the yearly income to support such a payment should be a minimum of \$11,040.

When one adds on the cost of the lot, either rented or purchased, an additional cost feature is added. When all of these additional costs are considered, increased expenses of between 25 to 30 percent are not unusual. For the financially pressed family, this addition may well prevent their buying.

## V. HOUSING GOALS AND OBJECTIVES

### Goals for Meeting Existing and Future Housing Needs

In re-examining Table I, the low vacancy rate for owners and the complete absence of standard vacant units for renters clearly presents a problem. To a certain extent, the potential owner can create a new vacancy (at least temporarily) if he can contract to have a new residence built. But this option is generally not available to the renter.

If an apartment complex is to be built in Randleman, it seems essential for a large scale developer to initiate the construction as the builders in the city just don't have the financial resources to undertake such an effort. Should such construction occur, there clearly seems to be a demand among the low- and moderate-income groups.

GOAL #1. Ensure an adequate supply of rental units is available for Randleman residents of moderate income.

Objective in Year 1. Encourage the private sector to construct five (5) rental units in the \$175-\$200 per month price range.

### Implementation Activities

1. Establish an ad hoc committee comprised of members in the construction, banking, real estate, etc. industry which will







actively seek solutions designed to encourage the construction of moderately priced apartments.

2. Make a determined commitment to carry out as many of the board's recommendations as possible.

Objective in Year 2. Encourage the private sector to construct eight (8) rental units in the \$175-\$200 per month price range.

Objective in Year 3. Encourage the private sector to construct ten (10) to twelve (12) rental units in the \$175-\$200 per month price range for moderate income families.

#### Implementation Activities

Profit from omissions and/or mistakes made in getting the first units underway and change tactics accordingly.

According to a reputable real estate agent in the area, there is reason to believe that fifty (50) to sixty (60) apartment units could be filled if such construction were spread over a few years. The objectives put forth are not designed to meet the full potential because of the heavy financial commitment and the belief that a successful venture with a smaller number of units would lead to increased confidence the following year and later. Table XV gives a close approximation of the identifiable segments that could benefit from such construction. Spread over a three (3) year period, twenty-five (25) units are proposed for construction--seven (7) for the elderly, twelve (12) for families, and six (6) for large families. The quantifiable yearly objectives become the criteria by which the town can measure the success of its efforts to promote construction of moderate income apartments.

GOAL #2. Ensure an adequate supply of rehabilitated owner-occupied and subsidized rental units are available to low- and moderate-income families of varying sizes.







Objective in Year 1. Encourage the private sector to construct ten (10) rental units for occupancy by Section 8 low-income families; five (5) for the elderly; three (3) for regular sized families; and two (2) for large families. This allocation roughly agrees with the percentage figures in Table XIII.

Implementation Activities

1. Acquaint the citizens of Randleman with some of the housing problems through public educational meetings to be held by the town in the evenings in the various neighborhoods.
2. Use some of the personnel at the Asheboro Housing Authority to explain the benefits of Section 8 to potential recipients and its associated paperwork to developers and/or apartment owners.
3. Utilize suggestions put forth by the ad hoc housing committee to create an environment conducive to construction.
4. Consider amending the zoning ordinance so as to encourage zoning bonuses--these would be a form of compensation to developers who are willing to provide for low- or moderate-income housing. Bonuses may be in the form of increased density, waived set back requirements, etc.

Objective in Year 2. Through a combination of rehabilitating presently deteriorating or dilapidated owner-occupied units (for assisted and non-assisted owners) and subsidizing low-income renters who would conceivably occupy some of the present rental units as vacancies occur, create fifteen (15) suitable housing structures for low-income families. Sixty percent of these efforts should go to assisted households and forty percent to non-assisted. In this respect the nine (9) units of the former would be comprised of assistance to five (5) elderly, two (2) regular sized families, and two (2) large families; for the latter, the six (6) units selected would be comprised of two (2) elderly, three (3) regular sized families, and one (1) large family. These allocations are in accordance with Tables XI and XV, respectively.







### Implementation Activities

1. Set up the necessary machinery to create a Community Action Agency (CAA) which would employ CETA workers so that the monies obtained from the Farmers Home Administration (FmHA) can be used to mainly purchase supplies--the result being that a \$3,000 loan could go much further if CETA would provide the labor for such repairs.
2. Working in conjunction with the FmHA. create an environment in which the benefits of FmHA programs become known to those considered most eligible.
3. Employ a CETA worker for the city who would function as a minimum housing code enforcement officer. His inspections would be linked to certain FmHA programs that could conceivably be used to correct some of the noted deficiencies.
4. Encourage State legislators to modify tax laws that have the result of discouraging the improvement of rental property.
5. Using the previously mentioned CETA worker, shift from an attitude of code enforcement to one of assistance in code compliance. Housing assistance could then be viewed as a service provided by local government which would include technical assistance to understand the problems and the provision of financial counseling.
6. Work toward creating within the banking community a "pool" of money that could be made available at a preferential rate to assist clearly deficient households in weatherproofing their structure so as to obtain the maximum value from their energy dollars. The recently completed Randolph County Land Development Plan (1977) makes specific mention of problem areas outside of town in the Worthville community and along Stout Street. Suitable attention needs to be given such areas as efforts to improve living conditions are made.
7. From the perspective of increasing the effectiveness of the local police, some degree of concern about the courts' releasing of many youthful







offenders on technicalities may be having the effect of discouraging owners and/or developers from creating more rental properties. One partial solution to this would be to obtain an experienced attorney who could instruct the local police force on some of the fine points of the law so that the constitutional rights of the accused would not be violated, thus minimizing the chance that the case would be dismissed on a legal technicality.

The FmHA Section 504 home improvement loan program offers an opportunity for qualified applicants to obtain a loan with an interest rate as low as 1 percent for a maximum of twenty (20) years. The money could be borrowed to rehabilitate a very much evident substandard unit to a less but still sub-standard condition. An outright grant is also a possibility.

The discussed Section 8 rental subsidy program allows low-income families who would not normally have the financial resources to occupy new or existing rental units. Based on a formula linking their income with the average rental price of units in Randleman, the Federal government would pay to the landlord (after the latter had signed an agreement with the former to handle the Section 8 program) a predetermined sum, which when added to the amount paid by the renter, would maintain the landlord's profit margin.

Once such programs get underway, the criterion for measuring the success of the rehab or rental programs would be to compare those units actually improved against the quantifiable terms set forth in the objective.

Objective in Year 3. Through the leadership of lending institutions in the immediate area, market a graduated payment mortgage program so as to better enable aspiring young homeowners to acquire property. Efforts should be made to process ten (10) such loans this first year. Continue efforts to rehabilitate older housing within the city through appropriate FmHA programs. Seek fifteen (15) FmHA 502 loans and seven (7) FmHA 504 loans.







### Implementation Activities

1. This activity would be interpreted as the private sector's response to meeting the housing needs of the upwardly mobile who are finding it more and more difficult each year to purchase a house.
2. Continue promoting FmHA 502 and 504 programs to enable qualified households to purchase or rehabilitate housing.
3. Encourage the construction of an eight (8) unit apartment complex under the FmHA 515 program (see page 8) and link it to the Section 8 programs to provide more subsidized apartments in Randleman.
4. As housing conditions improve, direct recreational objectives toward the creation of mini-parks around the city which would provide unsupervised recreational areas for small children and at the same time work toward reinforcement of a neighborhood atmosphere.

The Section 515 program, administered by the Farmers Home Administration, allows a profit or nonprofit corporation, or a housing authority, or an individual to borrow money for construction of housing. The developer borrows the money from the Farmers Home Administration and agrees to a repayment schedule that limits his rate of return to 8 percent. It is possible to combine this program with the Section 8 rental subsidies; under this concept a public housing authority could own a Section 515 project and lease the units under Section 8. The extent to which the City of Randleman would be able to achieve its objective of eight (8) units would be the criterion for success.

GOAL #3. Create a positive neighborhood environment designed to foster a spirit of kinship among older and new residential areas of the city.

Objectives in Year 1. Relying upon knowledgeable people within the community and with the city's backing, create neighborhood task forces to provide an improved communications flow between the city and its citizens.







### Implementation Activities

1. Have the mayor draft a letter for mailing to recognized community leaders acquainting them with the program objectives and inviting them to attend an organizational luncheon at a particular time and date.
2. Seek additional assistance from communities that have similar organizations such as the City of Raleigh.

Objectives in Year 2. Based on input from neighborhood task forces, create one mini-park in an area with heavy concentrations of children and somewhat remote from the present recreational facilities.

### Implementation Activities

1. Obtain input on possible play equipment from neighborhood chairmen who would obtain their ideas from the children of the neighborhood.
2. Consider the recommendations of the task forces; obtain further insight from the N.C. Division of Parks & Recreation. Appropriate the necessary funds.

Objectives in Year 3. Continue to work with the various task forces to improve and help stabilize the neighborhoods of the city.

### Implementation Activity

As an additional inducement to encourage newcomers to settle within the city, consider tax incentives to those electing to build within the corporate limits.

Underlying all these attempts to encourage development is an inherent recognition that every effort to link adequate housing with adequate public facilities will be made. This would seem to be particularly appropriate for the elderly who quite often lack transportation means. Renewed efforts should be made to provide existing and new needy households with as many of the essential public services as the economics of the situation permit.







It seems reasonable that new goals and policies will be developed as events occur. These should likewise be converted into quantifiable terms so that the degree of success can be measured.

These preceding paragraphs have presented several program options designed to assist Randleman officials in formulating a policy on housing. It should be emphasized that these listings are only some of the more commonly used and extensive conversations with the appropriate governmental agencies should be made before a definite decision is reached.

#### Criteria for Evaluation

Since the objectives put forth under Goals 1 and 2 are expressed in quantifiable terms, the extent to which these finite numbers are reached become the criteria for evaluating the success of the effort. For instance, if twelve (12) units are proposed for rehabilitation and ten (10) are actually rehabilitated, then the efforts have been 87-1/2 percent successful. Under Goal 3 -- with its less quantifiable terms -- the measure of success is entirely dependent upon the initial organizational meeting proposed for year 1 and a Yes or No answer to the following questions:

- (1) Was the organizational meeting proposing neighborhood groups held and the suggestions acted upon?
- (2) Was the Randleman Planning Board involved in getting the groups organized?
- (3) Has the planning board been receiving at least an annual report on the status of achieving the housing objectives from the people and/or agencies most deeply involved?







## VI. SUMMATION OF IMPLEMENTATION ACTIVITIES

(for the Town Board)

The preceding sections have discussed housing conditions within the City of Randleman and a few of the minor deficiencies in some of the neighborhoods. Based on broad goals and more specific and quantifiable (in most cases) objectives, precise strategies were enumerated for a three year period of time which should help the city remedy some of the deficiencies noted.

The following is a summation by year of the implementation proposals which the town board should seriously consider if efforts to improve housing conditions are to begin.

### YEAR 1

1. Establish an ad hoc committee comprised of members in the construction, banking, real estate, etc., industry which will actively seek solutions designed to encourage the construction of moderately priced apartments.
2. Make a determined commitment to carry out as many of the board's recommendations as possible.
3. Acquaint the citizens of Randleman with some of the housing problems through public educational meetings to be held by the town in the evenings in the various neighborhoods.
4. Use some of the personnel at the Asheboro Housing Authority to explain the benefits of Section 8 to potential recipients and its associated paperwork to developers and/or apartment owners.
5. Utilize suggestions put forth by the ad hoc housing committee to create an environment conducive to construction.
6. Consider amending the zoning ordinance so as to encourage zoning bonuses--these would be a form of compensation to developers who are willing to provide for low- or moderate-income housing. Bonuses may be in the form of increased density, waived set back requirements, etc.







7. Have the mayor draft a letter for mailing to recognized community leaders acquainting them with the program objectives and inviting them to attend an organizational luncheon at a particular time and date.
8. Seek additional assistance from communities that have similar organizations such as the City of Raleigh.

#### YEAR 2

1. Profit from omissions and/or mistakes made in getting the first units underway and change tactics accordingly.
2. Set up the necessary machinery to create a Community Action Agency (CAA) which would employ CETA workers so that the monies obtained from the Farmers Home Administration (FmHA) can be used to mainly purchase supplies--the result being that a \$3,000 loan could go much further if CETA would provide the labor for such repairs.
3. Working in conjunction with the FmHA, create an environment in which the benefits of FmHA programs become known to those considered most eligible.
4. Employ a CETA worker for the city who would function as a minimum housing code enforcement officer. His inspections would be linked to certain FmHA programs that could conceivably be used to correct some of the noted deficiencies.
5. Speak to State Legislators about the need to modify tax laws that have the result of discouraging the improvement of rental property.
6. Using the previously mentioned CETA worker, shift from an attitude of code enforcement to one of assistance in code compliance. Housing assistance could then be viewed as a service provided by local government which would include technical assistance to understand the problems and the provision of financial counseling.
7. Work toward creating within the banking community a "pool" of money that could be made available at a preferential rate to assist clearly deficient households in weather-proofing their structure so as to obtain the maximum value from their energy dollars. The recently completed Randolph County Land Development Plan (1977) makes specific mention of problem areas outside of town in the Worthville community and along Stout Street. Suitable attention needs to be given such areas as efforts to improve living conditions are made.







8. Some degree of concern about the courts' releasing of many young offenders on technicalities may be having the effect of discouraging owners and/or developers from creating more rental properties. One partial solution to this would be to obtain an experienced attorney who could instruct the local police force on some of the fine points of the law so that the constitutional rights of the accused would not be violated, thus minimizing the chance that the case would be dismissed on a legal technicality.
9. Obtain input on possible play equipment from neighborhood chairmen who would obtain their ideas from the children of the neighborhood.
10. Consider the recommendations of the task forces; obtain further insight from the N. C. Division of Parks & Recreation. Appropriate the necessary funds.

#### YEAR 3

1. Profit from omissions and/or mistakes made in getting the first units under way and change tactics accordingly.
2. Continue promoting FmHA 502 and 504 programs to enable qualified households to purchase or rehabilitate housing.
3. Encourage the construction of an eight (8) apartment complex under the FmHA 515 program and link it to the Section 8 programs to provide more subsidized apartments in Randleman.
4. As housing conditions improve, direct recreational objectives toward the creation of mini-parks around the city which would provide unsupervised recreational areas for small children at the same time work toward reinforcement of a neighborhood atmosphere.
5. As an additional inducement to encourage newcomers to settle within the city, consider tax incentives to those electing to build within the corporate limits.

As each of the years approaches an end, it would seem reasonable to reexamine the following year's objectives and make necessary modifications as circumstances dictate. It would also seem appropriate to then create new third year objectives so there would always be in place a clear visualization of housing strategies for at least a three year period.







The Randleman Planning Board has sought and-in most instances-obtained invaluable input from knowledgeable local people in developing the yearly objectives. There was a universal recognition that more and better housing should be made available to low- and moderate-income families. It was felt that the implementation proposals were the essential catalysts necessary to "get the ball rolling". The planning board is ready to assist in any additional way it can; the rest is up to the Randleman Board of Alderman.

1. A public housing agency (PHA) is expressly authorized, with the approval of the Secretary, to assume all management and maintenance responsibilities of existing, new, or substantially rehabilitated HUD Section 8 units, even if the agency also administers the Section 8 program for the local housing and community development act of 1977.
2. The Housing and Community Development Act of 1977 contains provisions about a new credit in the HUD budget; the new law requires a commitment of 5 percent of the first \$25,000 and 3 percent of the remaining value over \$25,000.
3. The Housing and Community Development Act of 1977 permits Federal savings & loan associations to make construction loans to owners and operators of public housing (A) the sum of their surplus, undivided profits and reserves, or (B) five percent of their assets.
4. The limitation on real estate loans for single family dwellings which may be made by Federal savings & loan associations is increased from \$25,000 to \$40,000.
5. At least 50 percent of loans made pursuant to this single family and rental loan program are to be for the benefit of persons of low income.







## APPENDIX I

In addition to the assistance broadly outlined in the text, other programs and more in-depth explanations are:

1. Mobile homes may be utilized as Section 8 assisted housing, if the family rents the mobile home. "Tie Downs" are required. However, Section 8 assistance is not available if the family owns its mobile home and only rents the pad on which it is located.
2. A public housing agency (PHA) is expressly authorized, with the approval of the Secretary, to assume all management and maintenance responsibilities of existing, new, or substantially rehabilitated Section 8 units, even if the agency also administers the Section 8 contract for the unit (Housing and Community Development Act of 1977).
3. The Housing and Community Development Act of 1977 contained provisions about a decrease in the FHA downpayment requirements; the new law requires a downpayment of 3 percent of the first \$25,000 and 5 percent of the appraised value over \$25,000.
4. The Housing and Community Development Act of 1977 permits Federal Savings & Loan Associations to make construction loans in amounts not exceeding the greater of (A) the sum of their surplus, undivided profits and reserves, or (B) five percent of their assets.
5. The limitation on real estate loans for single family dwellings which may be made by Federal Savings & Loan Associations is increased from \$55,000 to \$60,000.
6. At least 60 percent of loans made pursuant to FmHA single family and rental loan programs are to be for the benefit of persons of low income.







## APPENDIX II

### Environmental Assessment for Randleman Housing Element

1. Summary of Proposed Policies: The Housing Element for Randleman discusses the implications of population growth when examined from the perspective of additional dwelling units. It does not seem unreasonable to state that approximately the same percentage of those who need help today will need assistance in the future--following this rationale, calculations leading to the number of future needy were made. Goals, objectives, and implementation mechanisms were then proposed to remedy some of the deficiencies noted.
2. Environmental Impact  
Beneficial: More orderly use of land for numerous residential purposes is being promoted.  
Adverse: Most development automatically impacts adversely with environmental constraints. Factors such as increased water runoff, the conversion of land in its natural state to that of an urban character, and indeed some of the decisions to offset these effects in themselves create adverse conditions. But by consideration of these factors and the intent to steer development into more suitable and less sparse areas, these impacts can be lessened.
3. Any Adverse Environmental Effects Which Cannot Be Avoided Should The Proposed Plan Be Implemented: Some adverse effects noted in 2 above will occur. Recognition of these and other impacts can lead to remedies designed to minimize these effects, though.
4. Alternatives: The alternatives to the proposed goals and objectives would be: (1) not to have goals and objectives to encourage residential development in an orderly manner with consideration







for the environment (i.e., an alternative having negative environmental effects), or (2) to encourage residential development of other types completely oblivious of the developing housing shortages. But in light of present development patterns, and the shown need for adequate and reasonably priced housing, such a decision would do more damage than that proposed. The impact of the first alternative would tend to encourage urban sprawl and create environmental conditions that planning could have mitigated at worst or eliminated at best.

5. Short-Term Use vs. the Maintenance of Long-Term Productivity: The overriding concept behind these concepts is long-term but phased initially into a three-year period. By combining present developmental patterns with local decisions about future housing needs, the trade-off dilemma has become manageable.
6. Any Irreversible and Irretrievable Commitment of Resources: Development will lead to an irretrievable commitment of energy, land, and building materials. But with the time and efforts of government officials and citizen groups, the commitment of resources can be minimized so as to produce development harmonious with environmental constraints.
7. Applicable Federal, State, or Local Environmental Controls.
  - Areawide Water Quality Management Planning
  - National Historic Preservation Act of 1966
  - National Environmental Policy Act of 1969
  - Community Development Act of 1974: Environmental Review  
for the CDBG Program
  - North Carolina Environmental Policy Act
  - North Carolina Sedimentation Control Act
  - Randolph County Health Department Regulations
8. No Proposed Deviations From HUD Environmental Policies are Expected.







### APPENDIX III

After a telephone call to one of the officers of the North Randolph Historical Society, the following listing depicts the historical properties in and around the City of Randleman:

Coltranes Mill

Naomi Falls Manufacturing Company (J. P. Stevens)

Randleman Manufacturing Company (B. B. Walker)

St. Paul's Methodist Church

Worthville Mill Village

Naomi Wise Burial Site - Providence Friends Meeting House

The known presence of early Indian tribes in the county make it especially important to contact the archeological survey section of the North Carolina Department of Cultural Resources before excavation or land disturbance of significance is begun, particularly along with courses since remnants of these early people are most often found here. An archeological survey should also be conducted on historic sites before land is disturbed in order that artifacts may be retrieved and preserved.

In addition, the Division of ARchives and History has identified four (4) archeological sites within a one (1) mile radius of the City of Randleman. The first site is located at the base of the high plateau north of the Deep River about one mile north of the dam site; another is in a large tract of bottomland one-half mile upstream from the dam site on the north bank of the Deep River; another is on the downslope of the high plateau north of the Deep River, and the last is on a terrace of land 3/10 of a mile west of SR 1961 on a terrace of land sloping down to a small stream to the west.

An up-to-date listing reveals that there are no properties and/or archeological sites in the Randleman planning area on the National Register of Historic Places. When such is the case, there is no need for a Historic Preservation Assessment.







NON-DISCRIMINATION REQUIREMENT (24CFR600.70(a)(2))

A review of plans and programs for non-discrimination included the following:

1. The present zoning ordinance was examined and based on reasonable lot size requirements, and the provision for mobile homes and multi-family dwellings; it is viewed as non-discriminatory in its entirety.

In providing safeguards for the future, the City of Randleman will:

1. Establish an equitable code enforcement program;
2. In conjunction with lending institutions, support anti-redlining programs;
3. Seek revisions in tax codes through recommendations to the General Assembly which will have the effect of encouraging the owners of substandard rental property to ~~upgrade~~ the structure for the benefit of the occupants.











